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Community planning branch
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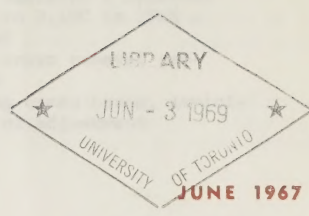
Ontario Planning

DEPARTMENT OF
MUNICIPAL AFFAIRS



ANNUAL REPORT

Ontario



THE COMMUNITY PLANNING BRANCH IN 1966

This annual report serves two important purposes. It is a review and commentary on the problems and successes of the Community Planning Branch in administering The Planning Act and promoting sound planning and development practices. It is also the only available yearly barometer of what planning boards and municipal councils are doing about their joint responsibilities and how well they are doing it. As such, it is a timely two-way guide.

Last year the Community Planning Branch found itself breaking the production and performance records set in 1965 and this indicated a corresponding increase in planning activity at the municipal level. To illustrate:

- Number of plans of subdivisions processed increased 15% over 1965
- Committee of Adjustment decisions reviewed increased 50% over 1965, from 7,000 to 10,500
- Number of zoning by-laws reviewed up 11%, from 1,267 to 1,400
- Number of official plans and amendments processed up 10%, from 178 to 196

- Number of consent applications submitted for Minister's approval increased from 400 in 1964 to 1,500 in 1965, to 3,100 in 1966 - a seven-fold increase over the two-year period
- Number of municipalities actively engaged in urban renewal projects increased from 26 in 1965 to 40 in 1966
- Significant increase in meetings with planning consultants, municipal councils, planning boards and committees of adjustment

● conferences

Branch staff attended many conferences relating to community planning during the year, both as participants and observers.

Representatives made formal presentations at conferences, courses and seminars sponsored by development councils, building and planning groups, municipal associations, housing authorities and others.

Conferences and seminars arranged by the Branch included: the Ontario Planning Staff Conference; conference on urban renewal procedures for planning consultants; seminar of municipal solicitors and planning directors to discuss official plans presentation to planning directors on the Metro Toronto and Region Transportation Study.

● planning advisory service

During the year, branch staff held some 1,800 meetings to promote community planning and assist municipalities in their planning programs. They met with councils, planning boards and committees of adjustment, both on their home ground and in Branch offices. In addition, a large number of meetings were held with the public, private developers, planning consultants and staff of municipalities. An estimated 2,000 persons visited the Subdivision Section to secure advice, information on the status of an application, etc.

Visits by planning officers from the Sudbury and Port Arthur district offices to municipalities within their areas continued at a high level. In addition to train, bus and air travel, distance driven by these field men reached 32,500 miles during the year. To provide more rapid service for municipalities in remote areas arrangements have been made to use Department of Lands and Forests' aircraft.

● staff

During the year the permanent staff has increased from 77 to 91. Staff turnover continues to be high with 22 leaving the Branch in 1966, in most cases to secure positions at a substantially higher salary. The turnover is particularly high for technical staff who, after two years of training in the Branch, are in demand by planning agencies.

To fill the need for more experienced staff, particularly planners, the Branch carried out a recruitment program in the United Kingdom. In October the

Director and the Head, Administration Division, interviewed 24 applicants in London, England, offered employment to 16 applicants and have received letters of acceptance from nine. All are planners who have qualified for membership in the Town Planning Institute of Great Britain, and have experience in planning operations ranging from two to 20 years.

Since senior staff must provide the orientation training for new employees, it has been necessary to postpone the Internship Training Program for planning technicians, scheduled for 1966 and 1967. However, the program is being developed for operation in the near future.

● planning areas

The emphasis on establishing planning boards for larger urban-centred planning areas continued through 1966. Two new joint planning areas (County of Elgin Planning Area and the Tri-Town Planning Area) were defined, and meetings were held to discuss the possibility of establishing this type of planning agency.

The County of Elgin Planning Area includes the City of St. Thomas and the 16 municipalities forming part of the county for municipal purposes. The inaugural meeting of the Board was held on November 8.

The Tri-Town Planning Area was defined on November 24. It includes the Towns of Cobalt, Haileybury, Latchford and New Liskeard, and the Townships of Bucke, Coleman and Dymond. The interest displayed by the Tri-Town area municipalities indicates an awareness of the planning and development problems being experienced in the northern part of the province, and of the advantages of developing a joint planning program to cope with them.

In addition to the two joint planning areas, the Minister defined the Village of Wyoming and the Township of Smith as planning areas.

The following planning areas were dissolved as a result of the establishment of new or modified planning organizations:

Mimico	New Toronto	Kitchener-Waterloo
Leaside	Township of Hanmer	New Liskeard
Township of Capreol	Township of Bucke	Port Stanley
Long Branch	St. Thomas	Brantford
	Aylmer and Malahide	

There were 391 planning areas in existence at the end of 1966.

Several municipalities acquired permanent planning staff for the first time during 1966, e.g. Cornwall, County of Elgin, County of Waterloo, City of Waterloo and County of Brant.

An analysis of the replies to our annual questionnaire (67% return) indicates that municipalities are spending more on planning. This signifies a growing awareness of the need to plan. The average expenditure by the 36 joint planning boards reporting was \$25,664 and by the 71 single independent boards, \$3,000.

However, these figures--like most averages--are misleading. Of the 36 joint boards reporting, six spent \$10,000 or more and 17 spent \$1,000 or less. Of the 16/ single independent and subsidiary planning boards reporting, 18 had expenditures of \$10,000 or more and 87 had expenditures of \$1,000 or less.

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How, one might ask, can an effective planning program be carried out for \$1,000 or less? Judging from the records of planning activity (or lack of it) in these municipalities, the answer is that a program cannot be undertaken effectively for that amount of money.

● Minister's orders

The following Minister's Orders were made under Section 27 of The Planning Act:

<u>Date of Order</u>	<u>Territory Covered</u>	<u>Effect of Order</u>
January 11, 1966	Batchewana Area, District of Algoma	Subdivision Control
August 30, 1966	All territory without municipal organization District of Kenora	Subdivision Control
September 30, 1966	Temagami area, District of Nipissing	Deeming Registered plans M-66, M-251 and M-269 not to be plans under Section 26(1)

The Order made on August 30, covering all lands in the District of Kenora lying outside incorporated municipalities, established subdivision control over approximately 150,000 square miles -- by far the largest area ever affected by a single Order.

Soon after this Order came into force, arrangements were made to have most of the process for dealing with plans of subdivision and consents within North-western Ontario handled by the regional staff at Port Arthur. If this experiment is successful, it will probably be extended to Northeastern Ontario, and to Southern Ontario as new field offices are established.

● townsites

The Branch Director, acting as Chairman of the interdepartmental Townsites Committee, and several staff members were engaged during the year in operations associated with the development of new townsites.

The first phase of the Temagami townsite -- developed to accommodate the population growth arising from the Sherman iron ore mine and other industrial operations -- was designed and arrangements made for a limited number of residences to be built and occupied. Sewer and water service design has been completed, with contracts to be awarded for construction early in 1967. Layout work is almost complete for several hundred more building lots adjacent to the initial phase of development.

Branch staff made representations to the Ontario Municipal Board during public hearings on the incorporation in Temagami.

Consultants and staff conducted studies to determine the best sites to accommodate employees and other population drawn into the area by the construction of the Griffith iron ore mine near Red Lake. Based on these surveys, the Province

decided in October that no new townsite would be constructed but that the anticipated growth would be directed into existing communities of the region -- Balmertown, Ear Falls and Red Lake.

Following this decision, discussions were held with the two incorporated municipalities of Red Lake and Balmertown and with the citizens of Ear Falls to determine the best way these communities could expand to meet the new growth pressures. In the absence of any local government, the Branch engaged consultants to conduct field studies of topography, soils, ground water and other physical features in the Ear Falls area. It is expected that detailed plans for expansion of Ear Falls will be completed early in the Spring of 1967. Examinations of both Red Lake and Balmertown are also progressing.

Field studies were also conducted in the Batchewana area with consultants being engaged to gather data on water supply and soils. There are several motives for this activity: an attempt to provide a suitable site for employees of two base metal mines; to provide for relocating an existing population, substantially of Indian origin; and to seek a satisfactory water supply for a provincial park. Sufficient information will likely be available early in 1967 to select a site for development.

While not a new townsite, Brunetville -- a relatively small rehabilitation project in Kapuskasing -- continues to be one of the foremost illustrations in Canada of what people can do themselves to improve their physical environment. With the promise of public services being installed and roads rebuilt in 1967, with financial assistance from the Province in moving houses, and with clear title to land in sight, the residents have spent \$300,000 (not including their own labour) to rebuild and improve their homes. Brunetville, which a few years ago was one of the poorest residential areas in the Province, is rapidly changing and will be, in one or two years, an example to arouse admiration.

● urban renewal

The tremendous growth in urban renewal activity over the past several years is evident from the accompanying chart 1 and from these facts:

- Meetings of staff with municipal representatives either seeking information or actually involved in urban renewal studies and projects increased from 226 (1965) to 321 in 1966
- Studies are underway to define the extent, distribution and character of urban renewal problems in 23 municipalities. Seven studies were completed in 1966. Including those now underway, the total cost of these Part V, National Housing Act studies since 1958 is expected to be about \$1,000,000

<u>Action</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
Meetings	85	82	85	107	152	226	321
Urban Renewal Studies	-	1	2	2	3	10	23
Urban Renewal Schemes					1	8	21
Urban Renewal Projects	1	1	1	-	3	2	8
Redevelopment Area Designations	1	3	1	4	2	3	4

- . Eight urban renewal schemes dealing with specific sites which required urban renewal action, commenced in 1966. These eight schemes -- located in Fort William, Guelph, Newmarket, Neelon and Garson, Niagara Falls and Toronto -- will likely cost about \$356,000, of which the provincial contribution will be \$90,000. They bring to 17 the number of scheme studies undertaken in 14 municipalities since 1964 at a total expected cost of \$831,000
- . During the year, the Minister defined redevelopment areas in Ottawa, Hamilton, Sudbury and Toronto
- . At the end of 1966, work -- including land acquisition and clearance, building rehabilitation and construction of public facilities -- was underway on eight projects in six municipalities. The estimated total commitment since 1958 is \$75,000,000, of which \$18,630,000 is the provincial portion. Total recoveries from sale of land and other sources are expected to be approximately \$16,000,000
- . All municipalities with which the Province is associated in urban renewal projects have prepared the official plan amendments required as a basis for adopting maintenance and occupancy by-laws under Section 30a of The Planning Act. Drafts of the actual by-laws were prepared by 12 municipalities during the year

● branch publications

Branch publications continue to be in demand by many persons and agencies interested in community planning. During 1966 staff handled more than 400 requests. As a result, many older reports, manuals and individual articles were updated and reprinted. In addition to the Branch Newsletter, three important new manuals on the key stages of urban renewal -- study, scheme preparation and scheme implementation -- were developed. Several reports on population and land use, containing results of extensive Branch field studies, were prepared for the Department of Highways for use in their highway needs forecasting program. A publication on recreation land-use forecasting was also published.

● Metropolitan Toronto and Region Transportation Study

During the year staff served as members of the Technical Advisory Committee and of various sub-committees (Operational and Regional Development). They also conducted research assignments for the regional development portion of the Metropolitan Toronto and Region Transportation Study project.

In order to give information and to test methods used in the study, staff made presentations of the report (completed to that date) to various provincial government agencies, Executive Committee (MTARTS), Technical Advisory Committee (MTARTS) and planning directors within the study area during the year.

It is expected that the final report on regional development will be presented to the Executive Committee (MTARTS) early in 1967.

● Department of Highways studies

Through field investigation and office research, the Branch has collected and analyzed data on population and land use in the following areas of the Province:

- (1) Simcoe County;
- (2) Peterborough - Victoria, Durham, Haliburton and Northumberland Counties;
- (3) Kingston - Belleville area;
- (4) Waterloo area;
- (5) Muskoka - Parry Sound
- (6) Bruce-Gray-Dufferin-Huron Counties.

This work, while done primarily for the Department of Highways, is used extensively by other agencies (Ontario Water Resources Commission, local government review commissions, Ontario Hospital Services Commission, Department of Municipal Affairs).

In addition, urban transportation studies of Chatham and Guelph were reviewed.

We were most fortunate to have had the use of the Department of Highways' electronic data processing equipment and programming staff in 1966 to tabulate and analyze the Branch questionnaires sent to all planning boards and committees of adjustment.

● Nickel Basin study

After discussion with municipalities and the Nickel Basin Planning Board, the Branch -- with financial assistance from the Central Mortgage and Housing Corporation -- engaged a consulting firm in 1965 to undertake a reconnaissance of an extensive area centering on Sudbury and including the Chelmsford and Blezard Valleys.

The objective was to define area development problems and issues as a basis for subsequent planning operations of the municipalities, acting individually and in combination through joint planning actions.

Several meetings were held between the consultants and the Advisory Committee (Central Mortgage and Housing Corporation, Community Planning Branch and Chairman, Nickel Basin Planning Board) during the year to review work in progress. A draft report has been completed and the final report should be available for publication and distribution early in 1967.

● official plans

As noted in chart 2, 11 new official plans were approved in 1966, making a total of 142 official plans -- covering 167 Ontario municipalities.

The official plans approved in 1966 cover the following municipalities: West Ferris, Exeter, Brighton, Kingsville and District, Bolton, New Toronto, Maidstone, Markham Village, Penetanguishene, Leaside and Seneca.

It is now estimated that, while only 17% of all municipalities have official

plans, these plans cover areas accommodating 72% of the total population of the Province.

Official plan amendments submitted for approval increased from 213 (in 1965) to 215. The amendments approved totalled 185 in 1966, in comparison with 168 in 1965.

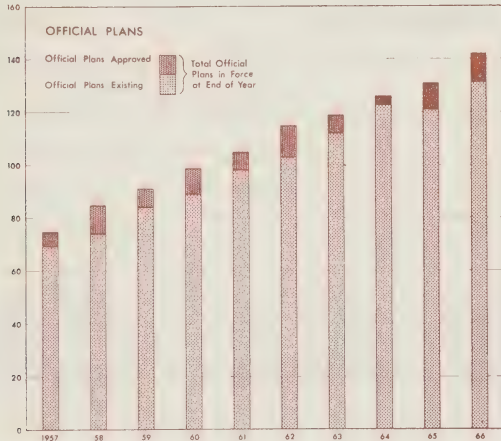


CHART 2

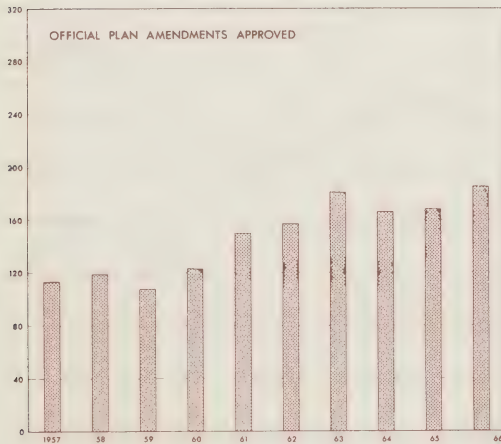


CHART 3

Contrary to anticipation, there has been little interest in adding policies relating to maintenance and occupancy standards to official plans. Three such amendments were approved and four others are currently under review. Discussions

have taken place with eight other municipalities considering the amendment of their official plans. This number is expected to increase by five or six in 1967.

An analysis was made of the time taken in processing amendments to official plans by the Branch (from date of submission to Minister's decision). This examination included all amendments (81) in 38 municipalities from January 1966 to August 19, 1966.

<u>Time</u>	<u>No. of Amendments</u>	<u>Percentage of Total</u>
One month or less	4	5%
One month to two months	41	51%
Two months to three months	31	38%
Three months to four months	5	6%
Over four months	<u>0</u> 81	<u>-</u> 100%

The processing time is, of course, of great concern to the municipality involved. Every effort is made to reduce it to an absolute minimum and considerable improvement has been made. A series of meetings with all agencies, to whom amendments are submitted by the Minister for observation and recommendations, was commenced in 1966. It is hoped that these discussions will further reduce the time of processing.

● zoning by-laws

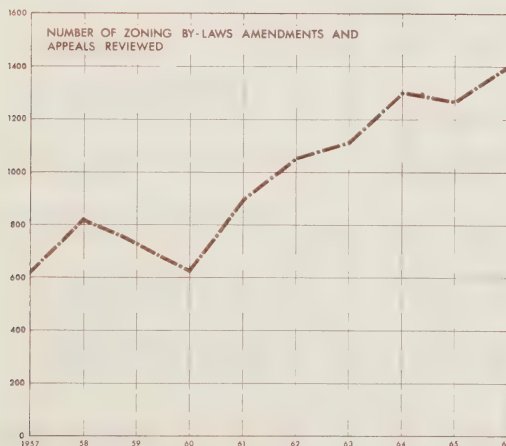


CHART 4

Chart 4 indicates that comments were made to the Ontario Municipal Board (with copies to the relevant municipality) on 1,400 zoning by-laws -- an increase of 11% over 1965. This total has been rising steadily in recent years and has more than doubled since 1960.

As in the case of official plans, many municipalities and consultants have continued to submit drafts of comprehensive by-laws to the Branch for advice, prior to third reading and submission to the Ontario Municipal Board for approval. Fifty such drafts were reviewed. The Branch believes the staff time involved is well spent, since it is easier to introduce better standards or new techniques at the draft stage than after the by-law has been adopted by the municipal council and perhaps circulated to affected ratepayers.

● committees of adjustment

Nine new committees were established during 1966, bringing the total number to 226.

Committee activities are generally divided into two components: dealing with applications for consent to divide land by metes and bounds description where a subdivision control by-law has been passed by council, and dealing with applications for variances from the provisions of zoning by-laws.

The Planning Act requires that a copy of decisions of the Committees be sent to the Minister. Branch staff review each decision during the available period for appeal, and decide whether an appeal from the Committees' decisions should be taken to the Ontario Municipal Board. During 1966, 105 appeals from decisions of Committees were taken to the Ontario Municipal Board, six by the Minister.

Chart 5 indicates the continuous rapid increase in both consent and variance applications dealt with by committees. Applications for variances from the provisions of zoning by-laws rose by 6.3% while applications for consents increased by 90% over 1965.

Chart 5

<u>Activity</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
1. Number of Committees of Adjustment	67	74	96	104	122	219	226
2. Decisions of Committees Consents	Not applicable (no power to act)					3,229	6,242
3. Decision of Committees Variances	2,072	2,611	2,808	3,186	3,414	3,932	4,179
4. Rules of Procedure Approved by Minister	5	7	22	8	18	219	21
5. Consents dealt with by Minister - Section 26	284	311	363	395	1,469	3,097	

● subdivisions

During the presentation of the Department's estimates to the Legislature in 1966, the Minister expressed concern about the number of plans of subdivisions, designed for urban purposes, which were being proposed for development in predominantly

rural districts and in municipalities which, for a variety of reasons, were not capable of handling the implications of urban growth. Concern was also expressed about the serious consequences of ribbon development along arterial roads and the tendency for urban growth to "leap frog" over undeveloped lands with resulting deterioration of extremely large areas for effective rural purposes, and excessively high public servicing costs.

In June, at the Association of Ontario Mayors and Reeves Conference in Sarnia, the Minister presented a statement of departmental policy on urban-type development in rural areas. This policy statement has been distributed widely to all municipal councils, planning boards, committees of adjustment and to many others associated with land subdivision in Ontario.

Following is a portion of his statement:

"As they relate to year-round urban development, these policies may be stated generally as follows:

1. Year-round, urban residential development should take place in municipalities that have adequate administrative organization to cope with urban problems; that are equipped for and are otherwise capable of providing and maintaining necessary urban services, including piped water, sanitary and storm sewerage, street maintenance, schools, and recreational facilities; and that have demonstrated a willingness to provide these services; and
2. Such development will be properly integrated in an existing urban community or in a new urban community that is to be developed in accordance with an official plan; and
3. There is reasonable assurance that an effective demand for such residential development exists or will exist by the time the development is available -- making due allowance, of course, for a reasonable degree of flexibility of choice in the market; and
4. Appropriate land-use ("zoning") regulations are in force or will be in force by the time the development is ready for marketing.

"There are certain important, but limited exceptions to this general policy. These are:

1. Estate development at low densities, where provided for in an official plan and zoning by-law;
2. A limited amount of filling-in in existing development that might not conform with the general policy, particularly in hamlets and other small settlements on the periphery of urban communities, provided that the municipality recognizes and assumes its responsibilities for such development;
3. Where an official plan provides for some other form of urban development.

"...While the policy relates particularly to year-round residential development, it is to some degree applicable to other types of urban development and to seasonal residential use, such as summer cottages and ski cabins.

"The policy is not inflexible, but will be administered realistically and with a recognition that certain special circumstances may arise in some instances that will warrant a modification in the application of the policy."

One of the reasons for publicizing this statement widely was to reduce the number of persons acquiring land, with the expectation of subdividing, who find that their application cannot be approved due to inconsistency with departmental policy, with resulting substantial financial loss.

An examination of the 871 subdivision plans submitted for approval in 1966 indicates a large number of proposals at variance with the stated policy. A substantial portion of the 92 plans not recommended for approval were turned down due to inconsistency with the policy.

The 871 plans submitted in 1966 exceeded by 15% the number submitted in 1965. The number of plans actually approved, not recommended for approval or withdrawn by the applicant was 602, up 20% over 1965.

Of the plans submitted, 18 were referred by the Minister to the Ontario Municipal Board under Sections 28 and 34 of The Planning Act.

Since 1946, when The Planning Act was enacted, approximately 18,000 plans of subdivision have been submitted in response to either a real or imagined demand for building lots. Where the demand does not materialize, the applicant will not normally carry out the conditions of draft approval established as a prerequisite to final plan approval and subsequent registration.

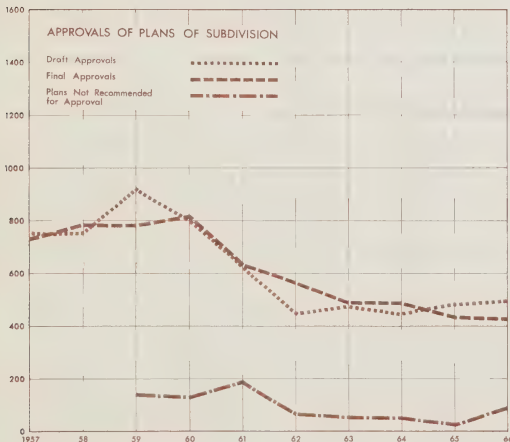


CHART 6

The Minister, under Section 28 of The Planning Act, has the authority to withdraw his draft plan approval. He has done so with increasing frequency during recent years, where the applicant has not acted to register the plan within a reasonable period of time after draft approval. During 1966, the Minister withdrew his draft approval of 258 plans of subdivision, compared with 79 in 1965 and 39 in 1964.

During the year, 25 new subdivision control by-laws were enacted and 162 amendments to existing by-laws were approved by the Minister, an increase of 30% over 1965.

● Minister's consents

Where a Minister's Order relating to subdivision control has been made, or where the municipality has adopted a subdivision control by-law but has not established a committee of adjustment, all applications to divide land by metes and bounds description must be submitted to the Minister for approval.

In 1966 a total of 3,097 applications for consent were directed to the minister for approval -- an increase of about 110% over 1965, and a seven-fold increase over 1964.

Of the 3,097 applications, 188 were not recommended for approval. The largest number not approved were applications to create sites for permanent urban occupancy at some distance from existing urban settlements. This action is consistent with the Minister's statement relating to provincial policy on the distribution of urban uses in rural areas.

● other activities

- . Graphic plotting of subdivision and consent granting activity
- . Reports to the Ontario Municipal Board on annexation and other municipal boundary changes
- . Municipal boundary plotting and quieting orders
- . Orientation visits by new planning staff of municipalities
- . Preparation of maps and charts for local government studies
- . Preparation of posters, maps and other illustrations for workshops, exhibitions and conferences
- . Participation on various inter-departmental and inter-governmental committees
- . Examination of proposals to construct pipe lines
- . Examination of all proposals to close roads leading along or to water
- . Review of proposals to sell 5% lands secured under Section 28 of The Planning Act

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